



KING COUNTY POPULATION AND CORRECTION FACILITIES

The State of Washington RCW requires counties in the state to provide certain criminal justice services, including jail services, public defense, prosecution, judicial services for felony and state filed misdemeanor cases, and policing of unincorporated areas. In addition, King County provides some of these services on a contractual basis to local municipalities. In King County, these mandated services compete with other publicly funded mandates in the Current Expense (CX) Fund. The criminal justice function (which includes Office of Public Defense, Prosecution, Sheriff, Superior Court, District Court, Department of Judicial Administration, and Department of Adult and Juvenile Detention) in 1990 was \$138 million or 56% of the Current Expense (CX) Fund. In 2001, the criminal justice function had grown to \$321 million and comprised 68% of the CX Fund. During this same period, King County's general population grew by 15%, and the King County average daily jail population grew 70%.

King County Census Population, Jail Admissions, Average Monthly Jail Admissions, Average Daily Jail Population, And Average Length of Stay 1990 to 2000					
Year	Census Population	Avg. Daily Jail Population (ADP)	Factors Which Affect ADP		
			Total Admissions	Avg. Monthly Admissions	Avg. Length Of Stay (Days)
1990	1,507,305	1,738	52,639	4,387	12
2000	1,737,035	2,953	60,992	5,083	18
% Change	15%	70%	16%	16%	50%
Source: Jail information from King County Department of Adult and Juvenile Detention; Population information from Washington State Office of Financial Management					

As shown in the table above, King County, in 2000, incarcerated over 2,900 inmates on average every day. Changes in the jail population are affected by two fundamental inputs:

- Number of admissions into the jail system, and
- Length of stay the defendant or offender remains incarcerated.

The major driver in the growth in the jail Average Daily Population (ADP) over the last decade for adult detention was an increase in the average length of stay (ALOS). In 1990, the ALOS was 12 days growing to 18 days by 2000. On the misdemeanor side, the underlying factor of the increasing ALOS was primarily driven by public policy changes. 60% of the increase in the misdemeanor population was as caused by the increase in DUI and domestic violence ADP. The remaining 40% is not directly attributed to any one event but a collection of demographic, public policy, and criminal justice court changes (e.g. arrest and conviction rates, crime in society, judicial sentencing, prosecutorial practices, etc....).

The crime index rate in Washington has decreased in the last decade, yet, the number of pre-sentence felony admissions increased dramatically by 69% (5,203 bookings). The crime index rate is a federal rate comprised of selected violent and property crimes. The offenses included are murder, manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, vehicle theft, and property/arson. The growth in the felony jail admissions over the last decade is almost entirely attributed to increases in two categories – drugs and non-compliance (many of which are associated with drug charges), neither of these categories are accounted for in the federal crime index rate. Drug cases are the single biggest workload factor in the felony system - 37% of the Superior Court filings in 2001.



When the population is broken down by major category – Pre Sentence Felons, Pre Sentence Misdemeanants, Sentenced Felons, Sentenced Misdemeanant and All Other – the fastest growing and largest portion of the population with the most material impact on total ADP is the pre-sentence felons (see table below):

King County Average Daily Population 1990 to 2000 By Major Category						
	Felons		Misdemeanants			
Year	Pre Sentence	Sentenced	Pre Sentence	Sentenced	All Other	Total
1990	692	281	252	298	215	1,738
2000	1,121	384	383	632	433	2,953
# Change	429	103	131	334	218	1,215
% Change	62%	40%	52%	47%	100%	70%

Pre-sentence felons are the most difficult population to find alternatives to jail because they have not yet been adjudicated. Currently, the only options available to the pre-sentence felony population, other than secure detention, are personal recognizance, and cash or bail out of jail. Out-of-custody work crew is a judge ordered sanction and punishment, and therefore it is available to sentenced populations only. In addition, out-of-custody work crew is available only to the lowest-risk offender with a charge warranting a judicial sanction in the community service environment.

As a policy matter Work Education Release (WER) and Electronic Home Detention (EHD) are not used for the pre-sentence population. The AJOMP Felony Report recommends WER and EHD for the pre-sentence population. (Please refer to the section titled “Alternatives to Address Capacity Forecast – Process (front end) changes which decrease population”).

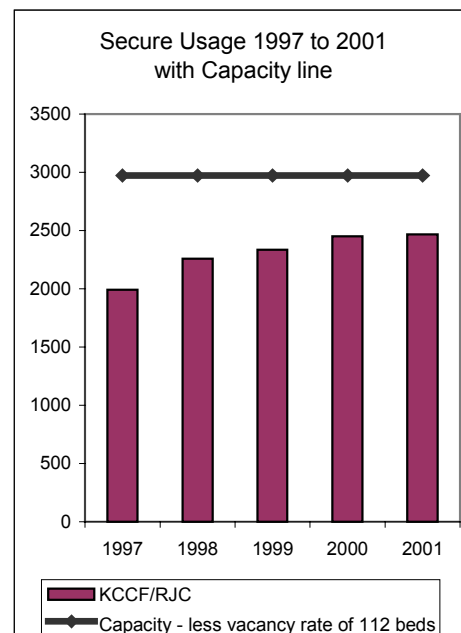
As noted earlier, King County currently houses 2,900 inmates. There are five detention options available at the end of 2001 – Secure Detention, North Rehabilitation Facility, Work Education Release, Electronic Home Detention, plus Out-of-Custody Work Crew. A sixth option – Supervised Release was terminated in November 2001 due to budget constraints. The following sections briefly describe each possible detention option currently available.

Secure Detention

King County operates two “secure” or “direct supervision” facilities:

- King County Correctional Facility in Seattle (KCCF) became operational in October 1985 with a bed capacity of 1,697. The inmate population in the KCCF is limited by a Federal Court mediated agreement in *Hammer v. King County*.
- The Regional Justice Center (RJC) is located in Kent and opened its doors on March 27, 1997 with a bed capacity of 1,388. The RJC is currently not being double-bunked (two inmates to a cell), but included in the capacity of 1,388 is a 65% double bunking factor.

The vacancy factor for the secure detention facilities is estimated at 112 beds. The vacancy rates for KCCF and RJC run 2.5% and 5%, respectively. The KCCF





runs a lower vacancy rate primarily because the units are smaller than at the RJC and therefore, are more likely to be able to be re-programmed to meet the immediate needs of the jail population. The vacancy factor takes into account that it is difficult to fill 100% of the beds 100% of the time due to classification needs (e.g. matching the beds needs for medium security males with the population on a daily basis).

There are a variety of programs provided by both paid staff and volunteers. Paid staff programs include recovery readiness (75 beds), Baking Program, Custodial Program, Adult Basic Education (GED), English as a Second Language, and Inmate workers programs which are in-custody work crews where the inmates assist in the kitchen, laundry, commissary, general cleaning and meal distribution. In addition, there are a large variety of Volunteer and Community Supported Programs such as Alcoholics Anonymous and Narcotics Anonymous, The Incarcerated Veteran's Program, and many others.

As depicted in the chart below, pre-sentence felons account for the largest segment of the population housed in secure detention.

KCCF and RJC Inmate Stratification by Status and Charge Average Daily Population (ADP) 2001							
	Misdemeanor		Investigation		Felony		Total ADP Housed In Secure Detention
	Pre Sent	Sent	Pre Sent	Sent	Pre Sent	Sent	
Assault	46	54	43	0	147	23	313
Domestic Violence	50	39	39	0	1	0.0	129
Drugs	21	19	27	0	466	51	584
DUI	30	50	0	0	0	0.0	80
Non- Compliance	30	28	0	0	171	100	329
Property	30	42	25	0	221	39	357
Violent Crime	0	0	29	0	229	16	274
Other	86	76	83	0	133	23	401
Total	293	308	246	0	1,368	252	2,467
% of Total Secure ADP	12%	13%	10%	0%	55%	10%	100%
Notes:							
<ul style="list-style-type: none"> Other includes Prostitution, Criminal Trespass, Traffic (non-alcohol), and other. Violent Crimes includes Homicide, Robbery, and Sex Crimes 							



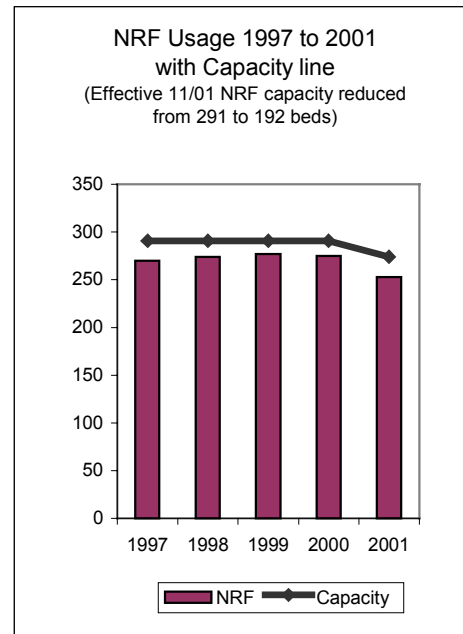
North Rehabilitation Facility

The North Rehabilitation Facility (NRF) is a community based special detention facility located on state-owned land within the City of Shoreline with close proximity to densely populated residential areas. It has been operational since May 1981 and is housed in pre-World War II wooden structures originally built for military personnel. At full capacity, NRF operates 6 dorms serving 291 beds. In November 2001, due to budget reductions, NRF was reduced to 4 dorms with a revised bed capacity of 192. Of the 192 beds, 173 are long-term residential (LTR) (indeterminate length and not a direct court referral on a DUI) and 19 short-term (1 and 2 day jail stay commitments).

With the exception of the short-term residents, which are a direct court referral, placements of long-term residents at NRF are processed through the King County Department of Adult and Juvenile Detention Classification staff. Placement at NRF includes a screening process that evaluates the offender, the criminal history, and the current charges. An inmate must meet community classification standards in order to be placed at NRF.

NRF provides a state-certified chemical dependency treatment program (commonly known as the *Stages of Change* (SOC) which accounts for 45 of the 192 total beds), and Jail Industries (which include 5 off-site work crews). A variety of other services offered includes GED classes and testing, employment counseling, vocational education, life skills programming, mental health counseling and case management, parenting skills and family care among others.

As depicted in the chart below, pre-sentence and sentenced misdemeanors account for the largest segment of the population housed at NRF.



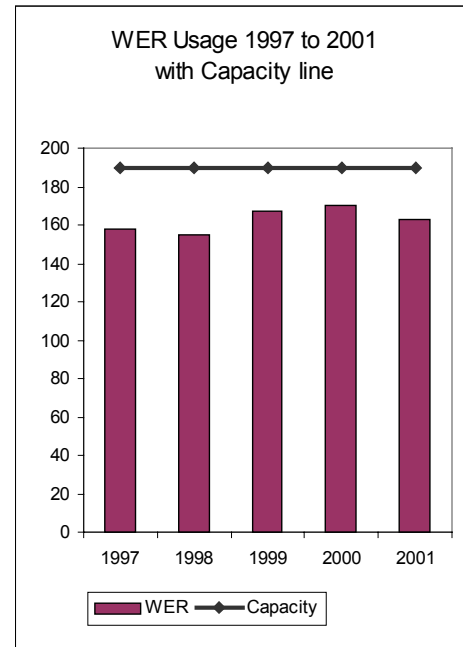
NRF Inmate Stratification by Status and Charge Average Daily Population (ADP) 2001							
	Misdemeanor		Investigation		Felony		Total ADP Housed At NRF
	Pre Sent	Sent	Pre Sent	Sent	Pre Sent	Sent	
Drugs	2	5	2	0	15	8	32
Non-Compliance	2	8	0	0	5	9	24
Property	5	17	1	0	3	5	31
Traffic (non-alcohol)	7	17	0	0	0	0	24
DUI	15	71	0	0	0	0	86
Other	20	31	3	0	2	2	58
Total	51	149	6	0	25	24	255
% of Total NRF ADP	20%	59%	2%	0%	10%	9%	100%

Notes: Other includes all Offenses Categories with 20 or less total ADP

Work Education Release

Work Education Release (WER) is a community-based program designed to allow eligible inmates to be released from custody in order to work. WER is located on the 10th floor of the King County Courthouse and has been operational since 1989. King County also contracts with Department of Corrections (DOC) for work release beds. WER has the capacity to operate 190 beds (160 King County beds, and 30 contracted beds to DOC) and reduces the need for secure detention for those meeting the criteria, and integrates inmates into the community.

WER is used exclusively for sentenced felons and sentenced misdemeanants. 40% of the WER inmates are serving sentences for DUI, the remainder split relatively evenly between assault, drugs, non-compliance, property and all other. The decision to place an inmate into WER is made by the EHD/WER staff based on a review of the case including current charge and criminal history and an interview with the inmate.



WER operates several work crews for those unemployed, but yet meet the criteria to be housed in WER. “Rogers Crew” takes between six and eight offenders and cleans areas around the Courthouse, Administration Building, and the Jail Facility. One individual from WER reports to the jail and assists the kitchen with trash removal and any other duties assigned. Washington State Department of Corrections, through a contract with King County, operates a work crew to do labor intensive functions (garbage pick up, removal of blackberry bushes, etc.) for up to ten inmates.

Electronic Home Detention

Electronic Home Detention (EHD) is a community-based program started in 1988 that allows sentenced inmates to reside in their homes while being monitored electronically. Capacity varies depending on need. The program is filled first with eligible out of custody commitments (people who were out of custody at the time of sentencing). EHD is used exclusively for sentenced felons and sentenced misdemeanants. The ADP for 2001 was 25, of that, 15 ADP serving sentences for DUI. In addition, as reported in the Misdemeanant Work Group Report (see Appendix for full report), many cities in King County have established EHD programs for their offenders. There are 12 jurisdictions within King County operating some type of pretrial or sentenced EHD program with an estimated average daily population of 192 defendants/offenders².

Based on a review of the case and an in-person interview with the inmate, the EHD/WER staff makes the decision to place someone on EHD. In addition to the Revised Code of Washington (RCW), which specifies which felony charges are ineligible for EHD, all felons must be judge approved for EHD. Misdemeanants are considered presumptively eligible as long as there are no judicial concerns.

² The Adult Justice Operational Master Plan Misdemeanant Work Group Report, February 2002, pp. 4.



Out of Custody Work Crew

In addition to the work crews operating out of the Secure Detention facilities, North Rehabilitation Facility, and Work Education Release, District Court in conjunction with the Department of Executive Services operates an out-of-custody work crew exclusively for sentenced offenders. Out-of-custody work crew is a judge sanctioned intermediate alternative to jail. Judges participating in this program sentence the low-level offender directly to work crew. Once on work crew, the offenders perform supervised manual intensive labor for various County agencies and some outside municipalities. In 2001, out-of-custody work crew operates 2 crews, 5 days a week, with a maximum daily offender population of 20 (10 offenders per each crew).

The Out of Custody Work Crew program is designed to provide:

- A diversion from jail for low-level, low-risk offenders;
- A manual labor force for a reasonable cost, which can be utilized to provide a variety of low-level manual functions (i.e. removing blackberry bushes, picking up garbage, re-planting wetlands, etc.); and
- A visible restitution to the community.